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SUGGESTIONS FOR A CODE OF RULES AND REGULATIONS FOR MISSOURI BOARDS OF EDUCATION

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Suggestions For A Code of Rules and Regulations For Missouri Boards of Education

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FOREWORD

During the last ten years, many of the superintendents and principals of school systems in Missouri have received graduate degrees from and many more have been graduate students in the University of Missouri. The close cooperation of the administrators of the state with the faculty of the School of Education has not only been inspiring but it has also led us to a full realization of the many practical problems of school administration as they exist in our state. For this reason, various members of the Faculty of Education, from time to time, work out materials and formulate plans which they believe will be of immediate significance and value in developing education in our state.

On subsequent pages will be found such a study. It is submitted to the superintendents of the state and to boards of education in the hope that they may find many suggestions of practical procedure which will help them to do their work more effectively and may eventuate in better schools in the state of Missouri.

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CHAPTER I

Introduction

Responsibility for the education of the children of the state who happen to live in a school district is delegated to the board of education of that district. The schools of each district must meet the requirements specified in the state constitution, in the legislative enactments, in the court decisions, in the opinions of the attorney general, and in the rules and regulations of the state department of education.

While the authority of the board of education is rather specifically defined, as well as the limitations of that authority as explained above, such definitions do not prescribe detailed patterns of action nor do they outline with sufficient clarity many of the desirable steps which promote greatest efficiency in the duties which a board of education is required to assume. Although the principles which govern the discharge of a board's responsibility for the control of public education in a district have a definite legal basis, the procedures by which those legal principles are carried into effective action are the results of study and experience. Such procedures must meet the standards of effectiveness, must be practical, and must include patterns of action which have been proved desirable in the experience of administrative practice.

The growth of school administration and the work of boards of education have developed three distinct principles of school control and management. These three principles are almost universally recognized; and, while they have clearly distinctive characteristics, they should work in close and harmonious relationship in order to bring about the most effective school administration.

The first of these universally recognized principles of administration is that the board of education should formulate policies for the general management of the schools in the district. This principle is clearly expressed in Sec. 9327 of the Revised School Laws of Missouri which says, "The government and control of a town or city school district shall be vested in a Board of Education of six members". These policies are in reality plans of action and represent decisions of a board of education on how the schools shall be administered. A record of these policies is found in the minutes, and in the rules and regulations, which portray board action on various questions. The superintendent of schools should work as the trusted educational adviser of the board on the formulation of these policies.

The second general principle of school administration is concerned with executive and administrative duties. Such duties consist primarily of the work necessary to carry out the policies which have been adopted by the board of education. This responsibility should be clearly and definitely delegated to the superintendent of schools in writing as a part of the rules and regulations of the board, and he should be held accountable for the satisfactory discharge of this responsibility. The executive and administrative function also involves duties in connection with presenting to the board of education the necessary information and records which will be needed in the formulation of new policies or in the appraisal of those policies which have been in effect.

The third universally recognized principle of school administration pertains to the work of the board of education in its appraisal or judgment function. Appraisal or final judgment is clearly the responsibility of the board of education. Again, the superintendent of schools should be the trusted administrative officer of the board and should furnish his board of education with complete information which will in turn make possible fair and just appraisal of the work of the school. The legality of the appraisal responsibility of the board is also clear. Sec. 9327, Revised School Laws of Missouri, says that the government and control of a town or city district shall be vested in a board of education of six members. Furthermore, it has been ruled that the discretionary powers of a board cannot be controlled by mandamus:

> The establishment and management of public schools of a town district is vested in the board of directors, and their discretionary powers cannot be controlled by mandamus. (State ex. rel. v. Jones, 155 Mo. 570, 56 S. W. 307)

Also it has been ruled that the action of a board and its related appraisal of need for action and judgment of results are subject to board interpretation.

> The powers of a board will extend to whatever may be deemed reasonably necessary to accomplish the purpose for which they were created. (Wright v. Board, 295 Mo. 466, 246 S. W. 43)

The importance of the written records of the board of education can scarcely be over-emphasized. In the first place, records are necessary to meet certain prescribed legal responsibilities. In the second place, good business procedure demands careful, complete, and accessible records. It is impossible for a board of education to determine proper plans and policies for the administration of the school without the aid of proper records. Likewise, it is impossible for the superintendent, as the administrative officer of the board, to understand clearly his delegated authority unless that delegation is accurately shown in the records of the board. It is also impossible

for a board of education to exercise its appraisal function with sound judgment and fairness in the absence of complete and understandable records.

All aspects of school administration involve record keeping, with some school records relatively more important than others. The central and most important records of the school district should be found in the rules and regulations and in the minutes of the board of education.

If a record is worth keeping, it is worth keeping well. All records kept by the board of education, or by someone to whom that responsibility has been delegated, should meet standards of legality, completeness, accuracy, and accessibility.

In the legal basis for keeping board of education records there may be found certain prescribed items which should be included, but the legal basis is far more inclusive than that. For example, the following citations emphasize the importance of the accuracy of records:

> The district will not be bound by an entry on its records showing the acceptance of a written proposition unless such record shows the proposition was accepted in the form in which it was made. (Perkins v. District, 99 A. 483, 74 S. W. 122)
>
> When record of district fails to show affirmatively that an election was ordered and a day fixed by the board to vote on the proposition to borrow money and issue bonds, the bonds are void. (Thornburg v. District, 175 Mo. 12, 75 S. W. 81)

The importance of the legality of records and their completeness is clearly stated in the following citation which indicates that the board must strictly follow the statutes:

> In order to issue a valid warrant the directors must meet as a board, order the warrant issued, and keep, or cause their clerk to keep, a record of their proceedings. (State v. Lawrence, 178 Mo. 350; Kane v. District, 48 A. 408)

Therefore, a record is virtually useless or at least its effectiveness is seriously impaired unless it is legal, complete, and accurate. In addition to these standards, good practice dictates that a record shall be neatly and carefully kept and shall be accessible when it is needed. A record which cannot be located readily has its usefulness seriously impaired. Another standard of good practice is that records should be centralized, preferably in the office of the superintendent of schools, and should be safeguarded against hazards such as fire and theft.

Rules and Regulations

Within recent years boards of education in increasing numbers have been adopting rules and regulations which in reality constitute a working plan for board action. The legal basis for the adoption of rules and regulations is clear. The Missouri School Law says:

> The board shall have power to make all needful rules and regulations for the organization, grading and government in their school district. (Section 9207, Revised School Laws of Missouri, 1938, p. 16)
>
> Adoption and enforcement by school authorities of rule within their discretion affords no basis for action unless rule enforcement is unreasonable, showing malice. (Englehardt v. Serena, 300 S. W. 268)

The purpose of rules and regulations is to outline the general plan of procedure by which the board discharges its responsibility. This plan should define the three major functions of school administration as they are interpreted in that particular school district. The three functions, as indicated before, are the legislative or policy formulating work of the board; the executive and the administrative duties of the superintendent and other agents of the board; and the appraisal or judgment function with regard to the needs, operation, and effectiveness of the school program.

The desirability of rules and regulations is recognized by authorities in school administration,[1] by the school law in many of the states, by the working procedure of an increasing number of boards of education, and by interpretations of the courts.

> Many school boards find that written rules and regulations tend to prevent misunderstandings and conflicts. They give definite expression to board policy so that everyone may know what is expected. Since, obviously, it is better policy to prevent an evil than to correct it, a school board can advantageously exercise general oversight over a considerable number of matters through its by-laws. Rules and regulations may be adopted covering those matters on which the board has a definite policy . . . .
>
> Although the board adopts its rules and regulations, it usually does not, and probably should not, formulate many of them. Rules affecting employees should grow out of the experience of the men and women performing the service, subject to the approval of the board. Many other rules can be formulated wisely only by an educational expert. It is not the function of the board to make rules, but to get rules made which it is willing to approve. It is the superintendent's function to formulate rules and regulations pertaining to the school system and to recommend them to the board; it is the function of the board to adopt those that meet with its approval.

The evidence supports the thesis that the work of a board of education is clarified and made more effective when rules and regulations are used. The evidence is unmistakable that misunderstandings and conflicts are less probable when lines of administrative responsibility are clearly defined in written rules and regulations of the board of education. Some of these advantages have been summarized in the following words:[2]

1. Relationships are likely to be studied and carefully defined before they are placed in written form.
2. The written definition of authority prevents shifting of responsibility.

[1]Research Bulletin of the N. E. A., (January 1933) Vol. XI, p. 19. (Used by permission of the N. E. A.)

[2]Townsend, L. G., *Some Factors Affecting the Responsibility of the City School Superintendent in Missouri.* University of Missouri, 1932, pp. 28-29.

3. Written regulations give a degree of permanence to relationships and contribute to a desirable stability in school administration.
4. The board of education is able to appraise more intelligently the work of the school, for responsibility is definitely fixed.

The subjects included in the rules and regulations of a board of education will vary with the traditions, the needs, and the special characteristics of an individual school district. A suggested list of subjects which boards of education have included in their rules and regulations is listed in *Appendix A*. In all cases it is fundamentally important to organize the three major functions of administration, namely, policy making, administrative, and appraisal. The effectiveness of the rules and regulations will be determined in large measure by the clarity with which these functions are defined and by the definiteness with which responsibility is delegated.

The rules and regulations should be prepared with the cooperation of the superintendent of schools, but they must be approved by official board action. They must meet the standards of legality and flexibility. It is usually agreed that they should represent a general plan of procedure and should not include administrative details. They should be accessible to all members of the school system, should be the real basis for a consistent policy of school administration, and should include provision for amendment. The rules and regulations should be typed and kept in permanent form in the board record book.

CHAPTER II

Suggested Division of Powers and Duties of the School Board, the Superintendent, the Principal, and the Teacher

Responsibility for the government of the schools in a district is delegated to the local board of education. However, since much of this responsibility now in practice is definitely delegated to the superintendent, it becomes necessary to evolve a set of educational policies that will differentiate between the job of the board of education and the job of its chief executive officer, as well as definitely determine the general organization and procedure for the board to follow.

Too often in the past, the rules and regulations adopted by boards of education have failed to recognize that the chief school officer in each school or building, namely the principal, should have his status clearly defined in writing the same as that of the superintendent and the board. The possibility of overlapping in the responsibilities of the superintendent and of the principal is very great and may vary with the size of the school and of the community.

In order to make the following suggestions more helpful to boards, to superintendents, and to principals it should be explained that they represent a provisional division of the duties depending largely on the number of administrative officers a system does and should have. We are of the opinion that a system with less than a total enrollment (elementary and high school) of 275 to 300 can best be served by the superintendent of schools, who shall also perform all the duties of the elementary principal and the high school principal. Such an officer should devote not less than one-third of his complete time to administration and supervision of his school system. We are also of the opinion that when the total enrollment is more than 275 to 300 but less than 450 to 500, then either a high school principal or an elementary principal should be added, the superintendent in this case performing all of the duties of one of the principalships as well as the duties of the office of the superintendent.

In any case, however, when there is a principal added, he should always devote a minimum of one-third of his full time to administration and supervision in his own school. At no time in our opinion should the principal serve as athletic coach or as the instructor of vocational agriculture. When the total enrollment in the system reaches 450 to 500, a second principal should be added. In every case an administrator should devote not less than one-third of his full time to administration and supervision. In systems having

two or more small or very small elementary schools, it is desirable to have one principal assigned to two or more schools.

One of the purposes of the following plan is to assure to each principal a recognized professional status determined definitely by written rules and regulations of the board of education. A principal as herein described would be the professional head, both administrative and supervisory, of the school or schools to which he is assigned. Principals who in reality are teachers and who are designated as principals merely for the sake of allowing them higher salaries, or who for various reasons do not administer or supervise their own schools but who are in reality full time teachers, should not be designated as principals. Such individuals should be called assistant principals, head teachers, or some other appropriate designation which will make possible reservation of the title "principal" for those who are actually administrative and supervisory officers.

In larger systems the number of principals will be determined by the number and the size of the schools which represent the various units of the system. As the number of pupils increases over the number indicated in preceding paragraphs, the amount of time devoted by the principal to administration and supervision should increase. Superintendents in charge of systems having one or more principals should just as willingly delegate them authority and responsibility through the rules and regulations as they receive authority and responsibility for their own work through the rules and regulations of the board of education.

Furthermore, in the past the rules and regulations have too often neglected teachers. Just as it is essential that the relationships of the superintendent and the principals should be more adequately defined, so the relationships of teachers to their administrative and supervisory officers, to the board of education, and to the community should be made a part of the rules and regulations.

A large number of these relationships have been very carefully considered and incorporated in Table I, which attempts to reveal the division of responsibilities of the school board, the superintendent, the principals, and the teachers. This division should be helpful and suggestive to those who are formulating or revising written rules and regulations. No claim is made that the list of relationships is complete or that each relationship indicated should always maintain in every situation. It is suggested that boards of education and superintendents accept this division of responsibility, or some modification of it, as the basis of determining the administrative controls which they will include in their rules and regulations. Although some boards may wish to adopt this columnar arrangement as a part of their code, it seems quite certain that for most boards it will merely serve as the pattern and framework for a more comprehensive and philosophical treatment in the code.

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Table I

Suggested Division of Powers and Duties of the School Board,[1] the Superintendent, the Principal, and the Teacher

I. General Relationships

School Board	*Superintendent*	*Principal*	*Teacher*
Act as legislative body.	Act as the chief executive officer of the board and attend all board meetings.	Act as the chief school officer in charge of the school to which he is assigned.	Be the responsible agent for the direct instruction of children.
Appoint a competent superintendent of schools and invest in him all such powers as it may legally delegate to him.	Administer the school system in conformity with the approved policies of the board, the rules and regulations of the state department of education, and the state law.	Administer the school to which he is assigned in conformity with the approved policies of the board, the rules and regulations of the state department of education, and the state law.	Conduct assigned activities in conformity with the approved policies of the board, the rules and regulations of the state department of education, and the state law.
Designate the superintendent of schools as the professional adviser of the board and the faculty.	Have charge of the administration and supervision of the school system and be the professional leader of the board and faculty.	Have direct charge of the administration of the school to which he is assigned and be the professional leader of his own faculty.	Have direct charge of assigned activities under the leadership of the principal.
Consider and pass on policies presented by the superintendent. (While new policies will usually be presented by the superintendent, or by members of the staff through the superintendent, it is understood that policies may also originate with the board.)	Present to the board of education such information as is needed in the formation of school policies. Present proposed policies to the board for its deliberation.	Present to the superintendent such information concerning his school as is needed in determining school policies.	Present to the principal such information concerning the teacher's activities as is needed in determining school policies.

[1]Based on "Suggested Division of Responsibility . . ." by W. W. Carpenter and A. G. Capps, in *Educational Law and Administration*, (July 1936), Vol. IV, pp. 71-75, 85-86.

II. School Board Minutes

School Board	*Superintendent*	*Principal*	*Teacher*
Keep, or cause to be kept, complete, accurate, and legal minutes of all meetings.	Supervise the "taking of the minutes", transcribe the notes as to form, and be responsible for their safekeeping.		
Direct the superintendent to keep a continuing "motions history".	Furnish board members with copies of the minutes of previous meeting.		

III. Rules and Regulations

Keep, or cause to be kept, a complete, accurate, and continuing set of rules and regulations which shall be considered its educational policies.	Serve as the educational adviser of the board in the determination of its policies. Provide principals with copies of the rules and regulations.	Provide teachers with copies of the rules and regulations and acquaint them with their own duties and with the customs and ideals of the school and community.	Know the rules and regulations of the board and the written instructions (if any) concerning special duties. Be familiar with the customs and ideals of the community.
Direct the superintendent to encourage the teachers and non-teaching staff members to make suggestions to the superintendent, through their principals, concerning improvement in administrative policy.	Advise the board on changes needed in the rules and regulations and encourage teachers and non-teaching staff members to cooperate.	Advise the superintendent on changes needed in the rules and regulations and encourage staff members to cooperate.	Advise the principal on needed changes in the rules and regulations.
	Formulate a plan whereby teachers and non-teaching staff members may make suggestions to the superintendent concerning the improvement of administrative policy of the system.	Encourage teachers and non-teaching staff members to make suggestions to the superintendent, through the principal, concerning improvement of administrative policy.	Make suggestions to the principal concerning improvement of the administrative policy.

IV. School Organization

School Board	*Superintendent*	*Principal*	*Teacher*
Approve the organization of the school upon the superintendent's recommendation.	Furnish data and information relative to school organization.	Furnish the superintendent with data and information concerning the school to which he is assigned.	Furnish the principal with information concerning assigned activities.
	Organize the school system according to the policy of the board.	Organize the school according to the policy of the board.	Organize assigned activities according to the policy of the board.
	Recommend reorganization when it seems desirable.	Recommend to the superintendent reorganization when it seems desirable.	Recommend to the principal reorganization when it seems desirable.
	Open, maintain, and close each of the different school units in accordance with the policy of the board.	Open, maintain, and close the school to which he is assigned in accordance with the policy of the board.	Open, maintain, and close the assigned activities in accordance with the policy of the board.

V. Appointment and Assignment of Staff

School Board	*Superintendent*	*Principal*	*Teacher*
Appoint and contract with principals, teachers, custodians, and other employees who have been recommended by the superintendent of schools.	Carry on all correspondence with applicants for positions, collecting references, interviewing, and informing them when a selection is made. Nominate for the board's approval all his assistants, principals, supervisors, teachers, and other employees.	Advise with the superintendent relative to the nomination, promotion, transfer or dismissal of teachers, custodians, and others employed in the school to which he is assigned.	
Approve qualifications of members of the staff.	Determine the qualifications desired for all employed personnel and present them to the board for approval and adoption.	Recommend to the superintendent any changes in the qualifications desired for all employed personel.	Recommend to the principal any changes in the qualifications desired for all employed personnel.
Approve the duties of staff members.	Formulate the duties of principals, supervisors, teachers, janitors, and other employees for the approval of the board.	Advise with the superintendent relative to the specific duties of all the employed personnel under his direction.	Assist in the formulation of the special duties of the employed personnel.
Direct the superintendent to inform staff members of assignments, promotions, or transfers.	Inform, through the principals, staff members of assignments, promotions, or transfers.		
Direct the superintendent to inform staff members who are not to be retained.	Inform, through the principals, early in the hiring season teachers who are not to be retained.		

VI. Training and Retaining Teachers in Service

School Board	*Superintendent*	*Principal*	*Teacher*
Direct the superintendent to include in the budget an amount sufficient to encourage in-service training of teachers.	Encourage in-service training of teachers.	Encourage in-service training of teachers.	Plan continuing self-improvement through in-service training.
Determine when, for what, and under what conditions a member of the staff shall be granted a leave of absence.	Formulate a policy for approval by the board regarding when, for what, and under what conditions a member of the staff shall be granted a leave of absence.	Consult with the superintendent concerning proposals to encourage teachers taking leaves of absence.	Plan continuing self-improvement through leaves of absence.
Adopt a plan for summer school attendance by members of the instructional staff.	Prepare for the approval of the board a plan for summer school attendance by members of the instructional staff.	Consult with the superintendent concerning proposals to encourage teachers to attend summer school.	Plan continuing self-improvement through attendance at summer school.
Adopt a plan concerning the attendance of members of the staff at professional meetings.	Present for approval by the board a desirable plan regarding professional meetings to be attended, delegates to be sent, and part of expenses to be paid by board.	Attend educational conferences required by law or by board regulation.	Attend educational conferences required by law or by board regulation.

VII. Salary Scheduling

Adopt salary schedules for teachers and other employees of the board.	Prepare a salary schedule to be approved by the board. Administer the salary schedule.	Recommend to the superintendent proposed changes in the salary schedule.	Recommend to the principal proposed changes in the salary schedule.

VIII. Administration of Substitute Teacher Service

School Board	*Superintendent*	*Principal*	*Teacher*
Appoint and contract with qualified teachers who have been recommended by the superintendent of schools to act as substitute teachers.	Nominate qualified teachers to act as substitute teachers.	Make recommendations to the superintendent for the nomination of qualified teachers to act as substitute teachers in the school to which he is assigned.	
Approve the duties of substitute teachers.	Formulate the duties of substitute teachers for the approval of the board.	Assist the superintendent in formulating the duties of substitute teachers.	Assist the principal in formulating the duties of substitute teachers.
Determine policies concerning the conditions under which substitute teachers may be used, whether the teacher or the district shall bear the expense, and the relationship of substitute teachers to other members of the staff.	Formulate for the board's adoption policies concerning substitute teachers.	Assist the superintendent in formulating for the board's adoption policies concerning substitute teachers.	Make suggestions to the principal concerning substitute teacher policies.

IX. Special Pupil Problems

Approve the plan of the superintendent to care for individual differences of children.	Formulate and put into effect, after approval by the board, a plan of organization which takes into account the individual differences of pupils.	Put into effect, after approval by the board, a plan of organization in his school which takes into account the individual differences of pupils.	Under the direction of the principal make such adjustments as are necessary to care for the individual differences of the children under his direction.
Consider the recommendations of the superintendent concerning non-resident pupils and determine the policies needed in the light of these recommendations.	Recommend to the board the conditions on which non-resident pupils may enroll. Recommend fees to be charged non-resident pupils. Admit non-resident pupils and collect fees according to the written policies of the board.	Admit non-resident pupils and collect fees according to the written policy of the board.	

IX. Special Pupil Problems—(*Con.*)

School Board	*Superintendent*	*Principal*	*Teacher*
Consider the recommendations of the superintendent concerning the suspension of pupils and determine the policies needed in the light of these recommendations.	Suspend pupils who fail to comply with school regulations, such suspension or expulsion subject to the action of the board according to its stated policy and statutory enactment.	Recommend for suspension or expulsion pupils who fail to comply with school regulations, such suspension or expulsion subject to the action of the board.	Report to the principal pupils who habitually fail to comply with school regulations.
Consider the recommendations of the superintendent concerning the transportation of pupils and determine the policies needed in the light of these recommendations.	Have general over-sight of transportation for pupils.	Have direct over-sight of transportation of pupils of his school.	Under the direction of the principal, cooperate when requested.
Consider the recommendations of the superintendent concerning atypical children and determine the policies needed in the light of these recommendations.	Have general over-sight of the program for speech defectives, mentally handicapped, blind, deaf, or crippled children.	Have direct over-sight of the program for speech defectives, mentally handicapped, blind, deaf, or crippled children in his own school.	Under the direction of the principal, cooperate when requested.
Consider the recommendations of the superintendent concerning adult education and determine the policies needed in the light of these recommendations.	Have general over-sight of the program of adult education.	Have direct over-sight of the program of adult education in his own school.	Under the direction of the principal, cooperate when requested.
Consider the recommendations of the superintendent concerning part-time education and determine the policies needed in the light of these recommendations.	Have general over-sight of part-time schools for youths who are at work.	Have direct over-sight of part-time schools for youths who are at work under his direction.	Under the direction of the principal, cooperate when requested.

X. Textbooks

School Board	*Superintendent*	*Principal*	*Teacher*
Adopt textbooks upon the superintendent's recommendation.	Prepare, with the help of his teaching personnel, lists of textbooks for the approval of the board.	Prepare, with the help of his teaching personnel or as members of city committees, lists of textbooks for the approval of the superintendent and board.	Under the direction of the principal, or as member of a city committee, prepare lists of textbooks for approval of the superintendent and board.

XI. Equipment and Supplies

Direct the superintendent to make an inventory of equipment and supplies on hand and to estimate the needs for the next school year.	Prepare an annual inventory of equipment and supplies on hand and estimate needs for the next school year. (Standardized supply lists should be developed. Secure the cooperation of the staff in the selection of supplies.) Purchase supplies subject to usual budgetary procedure.	With the help of his staff prepare an annual inventory of equipment and supplies on hand and estimate needs for the next school year. Utilize every member of the staff in the selection of supplies.	Under the direction of the principal, prepare an annual inventory of equipment and supplies on hand and estimate needs for the next school year. In cooperation with the principal be responsible for developing efficient methods of checking the use and care of instructional supplies and equipment.

XII. Administration of Pupil Promotions

Approve the policies concerning pupil classification and promotion recommended by the superintendent of schools.	Recommend to the board practices and conditions for the classification and promotion of pupils.	Recommend to the superintendent practices and conditions for the classification and promotion of pupils.	Recommend to the principal practices and conditions for the classification and promotion of pupils.
	Carry out the policies of the board regarding classification and promotion of pupils.	Carry out the policies of the board regarding classification and promotion of pupils.	Carry out the policies of the board regarding classification and promotion of pupils.
	Keep, or cause to be kept, a careful system of records and reports pertaining to classification and promotion of pupils.	Keep, or cause to be kept, a system of records and reports pertaining to classification and promotion of pupils.	Keep a careful system of records and reports pertaining to classification and promotion of pupils.

XIII. Health and Safety

School Board	*Superintendent*	*Principal*	*Teacher*
Determine the objectives of the health and safety programs.	Advise the board of desirable objectives for the health and safety programs.	Advise the superintendent of desirable objectives for the health and safety programs.	Advise the principal of desirable objectives for the health and safety programs.
Appoint the personnel only on recommendation of the superintendent. Determine the number of doctors, dentists, and nurses needed to carry on the school services. Direct the superintendent to establish the necessary health and safety records.	Keep, or cause to be kept, necessary health and safety records. Advise the board about personnel necessary to carry out objectives of the program.	Keep, or cause to be kept, a system of necessary health records in his school. Report immediately in writing to the superintendent any defect in the building, furniture, or playground apparatus which comes to his attention.	Keep a system of necessary records in his assigned activities. Report immediately to the principal in writing any defect in the building, furniture, or playground apparatus which comes to his attention.
Approve the health and safety programs recommended by the superintendent.	Plan and direct the school health and safety programs.	Plan and direct the health and safety programs in his school. Report in writing to the superintendent any injury to a pupil which occurs on school property, while the pupil is enroute to or from school, or while the pupil is representing the school in any capacity.	Plan and direct the health and safety programs in his assigned activities. Report in writing to the principal any injury to a pupil which occurs on school property, while the pupil is enroute to or from school, or while the pupil is representing the school in any capacity. In case of a serious injury to a student representing the school away from home the teacher in charge should notify the principal immediately.
Determine the conditions under which pupils shall be excluded from school.	Require pupils to be examined by physicians and exclude pupils from school in conformity with the policy of the board and legislative enactment.	Require pupils to be examined by physicians and exclude pupils from school in conformity with the policy of the board and legislative enactment.	Cooperate in the examination of school children.

XIV. Extra-Curricular Activities

School Board	*Superintendent*	*Principal*	*Teacher*
Determine the objectives of the extra-curricular activity program.	Advise the board of the objectives desirable in an extra-curricular activity program.	Advise the superintendent of the objectives desirable in an extra-curricular activity program.	Advise the principal of the objectives desirable in an extra-curricular activity program.
	Administer (through the principals) the extra-curricular activity program in the light of the objectives of the board.	Administer with the aid of the entire staff, the extra-curricular activity program in his school in the light of the objectives accepted by the board.	Cooperate in the extra-curricular activity program.
	Through the principals, account for all revenue from and expenditures for extra-curricular activities.	Make an accounting to the superintendent for all receipts and expenditures involved in extra-curricular activities in his school.	Make an accounting to the principal for all receipts and expenditures involved in extra-curricular activities under his direction.

XV. Courses of Study

Approve courses of study upon the superintendent's recommendation.	Prepare with the help of his teaching personnel courses of study for the approval of the board. (Keep typewritten copies of all courses of study in the central office.)	With the help of his staff assist the superintendent in preparing proposed courses of study.	Under the direction of principal and superintendent prepare proposed courses of study.
	Encourage the teaching staff to consider the need of continued curricular study in the local school system.	Administer the course of study which has been adopted by the board and encourage the teachers in his school to consider the need of continued curricular study in the local school system.	Follow the adopted courses of study, constantly enriching and improving them through experimentation.

XVI. Library Service

School Board	*Superintendent*	*Principal*	*Teacher*
Determine the objectives of the library service.	Advise the board on desirable objectives for library service.	Advise the superintendent on desirable objectives of library service.	Inform the principal of the objectives of library service for his activities.
	Through the principals, plan and direct the library service.	Direct the library service in his own school according to the accepted objectives of the board.	Cooperate with the librarian in the use of the library.
	Keep, or cause to be kept, necessary records.	Keep all necessary records pertaining to the library service in his school.	

XVII. Public Relations Program

In cooperation with the superintendent carry on the public relations program.	Present to the board a plan for an adequate public relations program.	Assist the superintendent in planning an adequate public relations program.	Cooperate in the public relations program.
(The board of education is responsible to the people for an account of its activities.) Approve policies which will make it possible to keep the people completely informed.	Advise the board of desirable newspaper publicity policies. Direct, in cooperation with the board, the adopted program.	Cooperate with the superintendent in carrying out the newspaper publicity program.	Under the direction of the principal and superintendent prepare articles on school activities or compile the information for their use.
Direct the superintendent to prepare necessary bulletins and materials to keep the public intelligently informed.	Approve all reports and materials submitted for publication.	Submit to the superintendent for publication such reports as are needed in the public relations program.	Under the direction of the principal and superintendent prepare articles on school activities or compile the information for their use.
Determine policy which will promote understanding by encouraging school visitation.	Have general supervision of all school visitation programs.	Have direct supervision of all programs which encourage visitation in his school.	Cooperate with the principal in all public relations activities.

XVIII. Records and Reports

School Board	*Superintendent*	*Principal*	*Teacher*
Direct the superintendent to take, or cause to be taken, and to maintain the continuing census.	Establish and maintain a continuing census.		
Direct the superintendent to establish and maintain a complete child-accounting system and to enforce the compulsory attendance laws.	Establish and maintain a child-accounting system which shall include a complete, accurate, cumulative record of each child from birth until he graduates from high school or leaves school. Enforce the compulsory attendance laws with the assistance of school nurses, visiting teachers, and truant officers.	Make recommendations to the superintendent concerning proposed changes in the child-accounting system. Maintain accurately and completely the child-accounting system in his school.	Make recommendations to the principal concerning proposed changes. Accurately record all pupil personnel data in cooperation with the principal.
Consider carefully the budget prepared by the superintendent, recommend any changes thought necessary, and finally adopt the original or revised budget when it meets with the approval of the board.	Prepare an annual school budget and present it to the board for approval. (The budget estimate should receive written justification by the superintendent. Budgets of previous years should be kept on file. The budget should be coordinated with the accounting system.) The superintendent should report the condition of the budget to the board regularly and systematically in writing.	Prepare and forward to the superintendent such budgetary information as is requested by the superintendent.	Cooperate with the principal in the preparation of budgetary information.

XVIII. Records and Reports—(*Con.*)

School Board	*Superintendent*	*Principal*	*Teacher*
Direct the superintendent to establish an adequate system of financial accounting and to propose systems for pay roll procedure and insurance.	Present uniform system of financial accounting for the approval of the board, and when approved, administer the system. Institute and supervise a system of pay roll procedure and develop an adequate insurance system for the schools.	Be responsible for the internal financial accounting system for his school.	Cooperate with the principal in the administration of the internal financial accounting system of the school.
Fix the necessary rate of taxation in accordance with the law.	Recommend to the board the tax rate needed.		
Cause to be printed and distributed an annual report or reports showing in detail the receipts and expenditures of each fiscal year and such other matters as may be of interest to the citizens of the school district.	Make an annual report and such other reports as are required by law or by rules and regulations of the local board of education.	Make an annual report to the superintendent of the activities in his school.	Cooperate with the principal in the preparation of the annual report of the school.
Appraise the services rendered by all employees on the basis of written reports submitted by the superintendent of schools.			

XIX. Research

School Board	*Superintendent*	*Principal*	*Teacher*
Formulate with the superintendent policies regarding research in the school system.	Recommend the annual appropriation to be used for research in the school system.	Recommend to the superintendent worthy research projects which should be supported by the board.	Assist in the study of the problems of the school.
Determine the annual appropriation necessary to carry on research in the school system.	Report the result of research carried to completion.	Report to the superintendent research in progress and research completed.	Report to the principal research in progress.

XX. The Testing Program

Direct the superintendent to formulate and administer a testing program.	Formulate and administer a testing program.	Recommend to the superintendent desirable changes in the testing program.	Recommend to the principal desirable changes in the testing program.
		Assist in administering the testing program in his school.	Assist in administering the testing program in the activities assigned to him.

XXI. The Building Program and Building Problems

School Board	*Superintendent*	*Principal*	*Teacher*
Hold the superintendent responsible for the preparation of such building programs as may be necessary. (When in the opinion of the board and the superintendent it is thought desirable to have others conduct a survey, those appointed should work in cooperation with the superintendent.)	Be responsible for the preparation of such building programs as may be necessary. (Be responsible for the collection of the data, for formulating preliminary building space plans, and for advice in bonding and insurance procedure.)	Assist the superintendent in the collection of data when and if building changes are needed.	Assist the principal in the collection of data when and if building changes are needed.
Hold the superintendent responsible for the proper operation and maintenance of the school plant.	Be responsible for the proper operation of the school plant. Be responsible for recommending needed repairs, for keeping property accounting records, for checking on the efficiency of the operation and maintenance of the building.	Be responsible for the proper operation and maintenance of the building to which he is assigned. Be responsible for reporting needed repairs and for checking on the efficiency of the operation and maintenance in his building.	Be responsible for proper ventilation, heating, and lighting when these are teacher controlled. Be responsible for neatness and cleanliness of the assigned space.
Determine the organizations that will be allowed to use the different units of the school building. Determine the purposes for which the school building may be used. Determine the conditions under which organizations may be allowed to use the different units.	Receive requests for permission to use the different units of the school in accordance with the policies of the board. Grant permission to organizations to use the different units of the school in accordance with the policies of the board. Check whether organizations comply with the conditions determined by the board. Recommend changes that seem desirable.	Be responsible for the use of the building by organizations not connected with the school, checking on whether they comply with the rules of the board and making recommendations to the superintendent in the light of his findings.	
Select an architect when one is needed.	Present names of available and reliable architects to the board when one is needed.		

XXII. Transportation

School Board	*Superintendent*	*Principal*	*Teacher*
Determine the policies concerning transportation of pupils.	Advise the board of education on policies concerning pupil transportation.	Advise the superintendent on policies concerning pupil transportation.	Advise the principal on policies concerning pupil transportation.
Direct the superintendent to present plans for the transportation of pupils.	Plan the transportation program and set up standards for specifications and operation of all busses, including qualifications and duties of bus drivers.	Advise the superintendent on the details of the transportation program.	Advise the principal on the details of the transportation program.
Consider the plan for transportation presented by the superintendent, recommend any changes thought necessary, and adopt the revised plan when it meets its approval.	Administer the plan for transportation approved by the board of education.	Cooperate in the administration of transportation of pupils to his school.	Cooperate in the administration of the program.

XXIII. Office Administration

School Board	*Superintendent*	*Principal*	*Teacher*
Direct the superintendent to organize the general offices and, through the principals, the offices in the separate schools in terms of efficiency of the service to be rendered, never sacrificing professional teaching skill on services that can be performed by clerks or technicians.	Organize and present to the board for its approval a plan of office administration for the offices of the system.	Confer with the superintendent concerning the plan of office administration in his school and make suggestions to the superintendent for its improvement.	
Approve the plan of office administration recommended by the superintendent.	Administer the plan for office administration approved by the board of education.	Supervise the work of the personnel assigned to his office and be responsible for office administration in accordance with board policy.	
	Recommend, when desirable, changes in the plan of office administration for the entire system.	Recommend, when desirable, changes in the plan of office administration for his school.	

XXIV. The Opening and Closing of School

Formulate policies concerning the opening and closing of the year's work, the care of the plant during the summer vacation, and opening school in the fall.	Recommend to the board for adoption policies concerning the closing of the year's work, the care of the plant during the summer vacation, and opening in the fall.	Recommend to the superintendent policies concerning the closing of the year's work, the care of the plant during the summer vacation, and opening in the fall.	Recommend to the principal policies concerning the opening and closing of the year's work.
	See that policies and activities approved by the board are carried to completion.	See that policies and activities approved by the board with regard to his school are carried to completion.	Open and close his year's activities in compliance with the approved policies.

CHAPTER III

Suggestions For Rules and Regulations

The provisions included in the following Suggestions for Rules and Regulations are in reality only the framework of a completely developed code. Sections will have to be made more definite and doubtless many additional sections will have to be added from time to time. Changes and adaptations will have to be made in practically every situation to meet local conditions. The provisions that are included are based on a very careful study of the relationships that should exist between the school board, the superintendent, the principals, and the teachers. These relationships were discussed in Chapter II and were shown in Table I.

Article I. Organization and Procedures of the Board of Education

Section 1. Organization

The board of education is an agency of the state. All the powers which it possesses have been delegated to it by the legislature of the state, and every act of the board must be in strict conformity to the statutes, court decisions, and constitutions of the state and federal government.

A. Yearly organization:

"The qualified voters of the (town or city or consolidated school) district, shall annually, on the first Tuesday of April, elect two directors, who are citizens of the United States, resident taxpayers of the district, and who shall have paid a state and county tax within one year next preceding their election or appointment and who shall have resided in this state for one year next preceding their election or appointment, and shall be at least thirty years of age, who shall hold their office for three years and until their successors are duly elected and qualified; and all vacancies in the board shall be filled for the unexpired term." (Sec. 9328, R. S. L. of Mo., 1938, p. 75)

"Within four days after the annual meeting, the board shall meet, the newly elected members be qualified and the board organized by the election of a president and vice-president, and the board shall, on or before the fifteenth day of July of each year, elect a secretary and a treasurer, who shall enter upon their respective duties on the fifteenth day of July: said secretary and treasurer may be or may not be members of the board." (Sec. 9329, R. S. L. of Mo., 1938, p. 76)

B. Committees

1. There shall be no standing committees of the board.

2. The president may appoint special committees with the authority of the board. Such committees shall be dissolved when the purpose for which they were appointed has been fulfilled.

Section 2. Meetings

A. All meetings of the board shall be held in the office of the superintendent of schools, unless otherwise specified. The regular meetings of the board of education shall be held on the first Monday of each month, at 7:30 P. M. (or upon such other day of the week as may be agreed upon).

B. Special meetings may be held from time to time as circumstances may demand. These meetings may be called by the president at any time by advising the board members a reasonable time in advance as to the time, place, and purpose of the meeting. A special meeting may be called by the secretary of the board, if requested in writing, by at least four members of the board. The purpose of the meeting shall be stated in the request. No business shall be transacted at a special meeting except that for which it was called unless by unanimous consent of the board members present. Written notices of special meetings of the board of education should be mailed to each member and should be properly acknowledged.

Section 3. Board Procedure

A. Parliamentary procedure:

1. The meetings of the board shall be conducted in accordance with Robert's Rules of Order.

B. Quorum and majority:

1. A quorum shall consist of four members of the board meeting at the designated time and place.
2. "No contract shall be let, teacher employed, bill approved or warrant ordered unless a majority of the whole board shall vote therefor." (Sec. 9329, R. S. L. of Mo., 1938, p. 76).
3. Since it is the duty of each member to vote, if any member remains silent and does not vote he is regarded as voting with the majority. (Interpreting Sec. 9329, p. 77, Bonsack and Pearce v. School District of Marceline, 49 S. W. (2d) 1085, 225 Mo. App. 1238)

C. Procedure in keeping minutes:

1. Whereas, it is recognized that a board of education speaks through its minutes, the minutes of the board shall be accurate and complete and shall meet all legal requirements. (Use of stenographer is helpful and advisable.)

D. Procedure in keeping rules and regulations:

1. Whereas, the work of the board of education is clarified and made more effective when administrative policy and working relations are embodied in writing, it shall be the policy of the board of education to prepare, with the cooperation of the superintendent and his staff, a set of rules and regulations for the consideration and adoption of the board. It shall, hereafter, be the policy of the board to make all amendments to the rules and regulations through the minutes. (See Section F)

E. Order of business:

1. The order of business shall be:
   a. Call to order
   b. Approval of minutes of preceding meeting.
   c. Report of the superintendent
      (1) Unfinished business
      (2) New business
      (3) Communications and petitions
   d. Miscellaneous
   e. Adjournment

F. Amendments:

1. These rules may be altered or amended at any regular meeting by a majority vote of the board, provided that notice of the proposed action shall have been given at the last regular meeting and made a part of the minutes of said meeting, or provided a written notice of proposed changes is mailed to each board member through the superintendent's office at least ten days before a regular meeting.

ARTICLE II. Duties of Board Officers

Section 1. President

A. It shall be the duty of the president to:

1. Preside, when present, at all board meetings.
2. Appoint special committees of the board.

3. Sign all warrants ordered drawn by the board.
4. Sign all contracts.
5. Perform any other duty formally allocated to him by the board or by legislative enactment.

Section 2. Vice-President

A. It shall be the duty of the vice-president to perform all the duties of the president in case of the absence or disability of the president.

Section 3. Secretary

A. It shall be the duty of the secretary to:

1. Keep a complete and regular record of the proceedings of all regular and special meetings of the board of education. (Note:—The secretary need not keep the record in his own hand. The use of a stenographer is helpful and advisable. The important consideration is that the records be accurate and complete and that the secretary verifies them.)
2. Post all notices as required by law or when duly ordered by the board.
3. Keep all records of the board of education in the fire-proof vault in the office of the superintendent.
4. Make an annual report to the county superintendent of schools and to the state superintendent of schools as provided by law.
5. "Make copies of the election notices, contracts with teachers, certificates and all other papers relating to the business of the district, and securely keep the same." (Sec. 9308, R. S. L. of Mo., 1938, p. 67)
6. File with the records of the district a copy of all reports made by him to the county or state superintendent or to the county clerk as provided in *Missouri Handbook of Uniform Financial Accounting,* 1939, p. 6.
7. "It shall be the duty of the secretary, upon the order of the board of education, to draw warrants in favor of any party to whom the district has become legally indebted . . . the said warrant to be paid out of any moneys in the appropriate funds in the hands of the treasurer and belonging to the district." *Missouri Handbook of Uniform Financial Accounting System,* 1939, p. 6. (Based on Sec. 9311 of R. S. L. of Mo., 1938, p. 68.)

8. Issue all other reports and documents when duly ordered by the board or required by law.
9. Be present at all regular and special meetings of the board.
10. Sign all official documents, orders, and reports when required by law or board ruling.
11. Also see *Missouri Handbook of Uniform Financial Accounting System,* 1939, p. 6.

Section 4. Treasurer

A. It shall be the duty of the treasurer to:

1. Act as custodian of all school moneys until paid out on order of the board.
2. Be adequately bonded in accordance with law.
3. Keep complete, accurate, and legal records of all money collected and expended.
4. Pay out money only upon the proper order from the board of education.
5. Burn cancelled bonds in compliance with the law.
6. "Annually, between the first and fifteenth of July, settle with the board of education, and account to said board for all school moneys or funds received, from whom and on what account, and the amount paid out for school purposes . . . ." (Sec. 9338, R. S. L. of Mo., 1938, p. 81)
7. Present his settlement to the clerk of the county court after its approval by the board. (Sec. 9338, R. S. L. of Mo., 1938, p. 81)
8. Make such other reports as may be required by the board.
9. Keep his records available for inspection by the board at all times.
10. Require a bond from all depositories of school funds which shall adequately protect the district.
11. "Deliver over to his successor in office all books and papers with all moneys or other property in his hands and also all orders he may have redeemed since his last annual settlement . . . and take the duplicate receipts of his successor therefor, one of which he should deposit with the secretary of said board of education and the other with the clerk of said county court." (Sec. 9338, R. S. L. of Mo., 1938, p. 81)
12. "It is the duty of the treasurer in a six-director school district of cities of the first, second and third classes to keep true, complete and correct records of all moneys that

have come into his possession: also, into what fund he has placed the same and a record showing the disbursement thereof." (Interpreting Sec. 9337, Opinion of Attorney-General, June 7, 1934, R. S. L. of Mo., 1938, p. 80)

13. Also see *Missouri Handbook of Uniform Financial Accounting,* 1939, p. 5.

ARTICLE III. Organization of the School System

Section 1. Whereas, every business, public or private, must be properly organized in order to secure the most effective and economical returns for the expended energy, the school system shall be organized so that it successfully performs the functions and achieves the objectives for which public schools are established, with the minimum expenditure of personal effort in securing the maximum returns from all resources of the districts.

Section 2. The organization of the school shall be in terms of the services it renders in performing its functions and achieving its objectives. It shall be the policy of the board of education to approve and adopt such rules and regulations as will most effectively meet the objectives.

Section 3. The school, with emphasis on the diversified needs of the child and society, shall be organized to provide instruction in (1) the Elementary School, comprising grades one to six, inclusive; (2) the Junior High School, comprising grades seven, eight, and nine; and (3) the Senior High School, comprising grades ten, eleven, and twelve. If, and when, a comprehensive study by the superintendent or any one in whom authority is vested reveals a need for changes in the organization, or a need for extension of the system downward to include kindergarten and upward to include the junior college, it shall be the duty of the board of education to consider the advisability of making such changes. Special educational facilities shall be provided for adults and atypical groups as needs for such arise.

Section 4. Organization and assignment of staff members and the admission of pupils shall be under the direction of the superintendent, subject to the approval of the board of education.

ARTICLE IV. Employee Participation

Section 1. Whereas, participation of the employee personnel in the planning of school policies will increase the efficiency of the schools through the use of the experiences and intelligence of all those

performing specialized services, it shall be the policy of the board of education to inaugurate a plan whereby the participation of employee personnel is possible.

Section 2. The plan of organization adopted by the board of education shall be determined only after careful consideration of the opinions of the entire staff. It shall offer an opportunity to all groups of the employee personnel to participate in making suggestions and recommendations through the superintendent to the board of education.

ARTICLE V. Employee Personnel

Section 1. Whereas, the employee personnel is an absolutely essential and necessary agent; and, whereas, the success and future policy of the school depends upon an efficient and competent staff, it shall be the policy of the board to select the highest type teaching personnel, secretarial staff, and custodians that are available in the light of service to be rendered and limitations of salary schedule.

Section 2. Whereas, each teaching position requires particular qualifications and each applicant shall necessarily meet these qualifications, it becomes the duty of the superintendent and his staff to recommend applicants whose qualifications will meet the standards of existing accrediting agencies including the State Department of Education.

Section 3. Whereas, professional personnel, clerical staff, and custodians are groups that must work together to achieve educational success; and, whereas, the superintendent shall be responsible for the success of the organization, it shall be the responsibility of the board to base its elections upon its superintendent's recommendations.

Section 4. Whereas, tenure which provides reasonable security is a vital factor in good teaching; and, whereas, the State of Missouri does not provide for this legally, the board of education shall recognize the responsibility for providing well-trained and competent teachers who are retained and free from the uncertainty of the annual contract.

Section 5. Whereas, the relationship of the teacher to the child and the relationship of the teacher to the profession shall meet the ethical standards of the Missouri State Teachers' Association, it is the duty of the teaching personnel to acquaint themselves with these standards and to govern themselves accordingly.

ARTICLE VI. Training and Retaining Teachers in Service

Section 1. Whereas, the training of teachers in service is an absolute necessity in keeping schools abreast of changing economic and social conditions; and whereas, the school cannot function most effectively unless competent staff members are retained for a reasonable number of years, the superintendent shall set up for the approval of the board of education an efficient plan to encourage the training and retaining of teachers in service.

Section 2. Leave of absence for one year with regular pay less that of the substitute may be granted for approved professional training provided that not more than twenty per cent of the staff may be granted a leave of absence in any school year.

Section 3. The superintendent shall encourage and direct the use of all available accepted agencies for the training of teachers in service.

ARTICLE VII. Salary Schedule

Section 1. Whereas, an adequate salary schedule is necessary to secure new teachers who are personally competent and professionally well prepared, to encourage the professional growth of teachers while in service, and to retain the most competent teachers in the school system, the superintendent of schools, with the assistance of the professional staff, shall prepare a salary schedule for adoption by the board of education.

Section 2. The plan of scheduling teachers' salaries shall be based upon facts determined by a study of the latest trends in salary schedules.

Section 3. Variations within the salary schedule shall be determined by position or special assignment, professional preparation, years of teaching experience, directive responsibility, and teaching efficiency.

Section 4. The salary schedule, when adopted by the board of education, shall be put into effect by the superintendent of schools as rapidly as feasible.

ARTICLE VIII. Substitute Teacher Service

Section 1. Whereas, professionally trained teachers are indispensable in achieving the objectives of education as set forth in the courses of study; and, whereas, it is humanly impossible for a teacher to

avoid missing more or less time over a period of years, the superintendent of schools shall nominate for the approval of the board of education, an adequate substitute teacher staff.

Section 2. Each substitute teacher shall meet state and local requirements for the field in which said substitute is to teach and shall have on file in the office of the superintendent a teacher's certificate, health certificate, and college credentials.

Section 3. The substitute teacher shall receive notice to serve directly from the superintendent's office and shall report for duty to the principal of the school designated by the superintendent.

Section 4. It shall be the duty of the principal of the school served to evaluate the work of the substitute in the manner prescribed by the administration.

Section 5. Each principal shall furnish the superintendent's office each pay period with the number of days taught by each substitute. The superintendent shall compile all such reports and include them as a part of his regular report given each pay period.

Section 6. The superintendent and his professional staff shall prepare a plan for payroll procedure for substitutes which shall conform to the latest trends in such procedure.

ARTICLE IX. Administration of Special Pupil Problems

Section 1. Whereas, the superintendent of schools is the chief executive officer of the board of education and adviser in the formulation of board policies, it shall be the duty of the superintendent of schools to recommend policies for the control of special pupil problems.

Section 2. It shall be the policy of the board of education to determine the conditions under which non-resident pupils may be admitted to school, the requirements for graduation, and the conditions warranting suspension or expulsion of pupils.

Section 3. Further, it shall be the policy of the board of education through the superintendent to regulate the sale of merchandise upon school premises, to prohibit the use of narcotics, and to fix the responsibility for the loss or damage of property belonging to the pupil.

ARTICLE X. Textbooks

Section 1. Whereas, textbooks are important tools in achieving the objectives set forth in the courses of study, the board of educa-

tion shall adopt books proposed by the superintendent of schools, based on appraisal by the professionally trained personnel and advice of specialists. These selections shall be made at such times as the needs of the children may be better served.

Section 2. The board of education may purchase all or part of the adopted textbooks.

Section 3. Income from the free textbook fund shall be expended in the following manner: (*Revised School Laws of Missouri,* 1938, p. 53)

A. "Textbooks for the elementary grades.
B. After textbooks are supplied, the remainder may be used to purchase.
   1. Supplementary
   2. Library
   3. Reference Books
C. At the board's option other necessary supplies may be purchased.
D. After the elementary school has been supplied, the board, at its option, may furnish free textbooks in the high school."

Section 4. The board of education may authorize additional appropriation from the incidental fund to supplement the above-mentioned expenditures indicated in Section 3 in this Article. (Sec. 9506, R. S. L. of Mo., 1938, p. 139)

Section 5. Textbook records including the number of books, their condition and value, their date of purchase, their present location, and any other desired useful information shall be kept on file at each school and at the office of the superintendent of schools.

Section 6. No book shall be used after its physical condition may be considered a menace to health or habits of study, according to the judgment of the teacher and the principal.

ARTICLE XI. Supplies and Equipment

Section 1. Whereas, supplies and equipment are indispensable in achieving the objectives of education as embodied in the courses of study, they shall be selected by the members of the trained personnel under the leadership of the superintendent of schools in the light of the contribution they make to the educational process.

Section 2. Standards for instructional supplies and equipment shall be evolved by the professional staff under the direction of the

superintendent, and such standards shall conform to current curricular requirements and methods of teaching.

Section 3. Standards for non-instructional supplies and equipment shall be evolved by the members of the trained personnel (The trained personnel includes all trained workers in the system. The professional staff is limited to those immediately concerned with the instructional process) under the direction of the superintendent, and such standards shall be made in terms of their direct and indirect contribution to instruction.

Section 4. The amount and quality of supplies and equipment to be purchased by the board of education shall be determined by the recommendations of the trained personnel under the direction of the superintendent and controlled only by the funds available.

Section 5. The purchasing of supplies and equipment shall be under the supervision of the superintendent subject to the usual budgetary, purchasing, accounting, and auditing procedures.

Section 6. Because of the fact that there is a seasonal fluctuation in the price of supplies and equipment, it shall be the policy of the board of education to purchase, when at all feasible, during the season when prices are most favorable.

Section 7. All purchases of supplies and equipment of such value as to warrant the soliciting of bids shall be made only after an adequate number of firms have been notified sufficiently in advance of the impending purchase and have been supplied with minimum specifications of quality and performance required of the anticipated commodities.

Section 8. When bids are presented by firms on products which meet the required specifications as set up by the professional staff, purchase shall be made from the firm submitting the lowest bids, but the board shall have the right to reject any or all bids or to select any item or items from any bid.

Section 9. Adequate provision shall be made for the receipt, storage, and distribution of supplies and equipment.

Section 10. A continuing inventory shall be kept in a form which will make available at any time the amount and value of supplies and equipment on hand.

ARTICLE XII. Classification, Promotion, and Progress of Pupils

Section 1. Whereas, mass education in a democracy depends for its effectiveness upon the recognition of the widely differing abilities and needs of pupils, the board of education shall adopt, upon the recommendation of the superintendent, a plan of classification and promotion of pupils, based on these differing abilities and needs.

Section 2. Records of classifications and promotion of pupils shall be kept on file at each school and at the office of the superintendent of schools.

Section 3. The board of education shall adopt a plan, recommended by the superintendent, of reporting pupil progress to the parents in order that parents may have complete information about the educational and social development of the pupil, thereby promoting intelligent cooperation between the parents and the officials of the school.

ARTICLE XIII. Health and Safety

Section 1. Whereas, the state compels children to attend school, the board of education shall obligate itself to provide and maintain satisfactory standards in health protection and safety provisions.

Section 2. The administration shall coordinate and utilize the potential services made possible by the wide and varied local interests in health and safety.

Section 3. No pupil shall attend school while afflicted with any contagious or infectious disease. The attendance officer shall have authority to require any child showing symptoms of disease to be examined by and bring a written certificate of health from a physician before re-entering school. Any child not complying may be excluded from school according to Section 9208 R. S. L. of Mo., 1938, p. 18.

ARTICLE XIV. Extra-Curricular Activities

Section 1. Whereas, all extra-curricular organizations and activities should contribute to the welfare of the student body and to the good name of the school, they shall be controlled and supervised by the school authorities.

Section 2. The principle of democracy shall be adhered to, insofar as possible, in organizing and directing all school activities. Since

fraternities, sororities, and other secret organizations in high schools have often violated these principles, such organizations should be established only on condition that their conduct does not contravene the practices of democracy.

Section 3. The student fee in organizations and all costs of extra-curricular activities in general shall be kept as low as possible. It shall be the policy of the board of education to subsidize extra-curricular activities whenever possible or feasible.

Section 4. The specific details of organization and operation of all extra-curricular activities shall be planned by the school authorities and students and be approved by the superintendent of schools. The superintendent shall have the power to regulate, change, or supervise in any way any or all existing extra-curricular activities.

ARTICLE XV. Curriculum

Section 1. Whereas, the curriculum of the local school system includes the various courses of study, exercises and activities which are arranged, regularly prescribed, and planned for the daily school life of the child, it shall be prepared by the trained personnel under the leadership of the superintendent and approved by the board of education.

Section 2. The curriculum shall be planned so as to contribute as much as possible to local needs and yet conform to current curricular requirements as set up by the State Department of Education.

Section 3. The staff of the local school system shall be encouraged to make a continuous study and refinement of all courses of study and curriculums offered.

Section 4. The board of education shall approve for use in the local school system the courses of study or curriculums that are developed by the superintendent with the help of his instructional staff.

ARTICLE XVI. Library

Section 1. Whereas, the library is an essential tool in carrying out the objectives in education, it shall be the policy of the board of education to provide and maintain a library or library service for each grade in the system.

Section 2. The library books and material to be purchased shall be selected by the teacher-librarian and the professional staff under direction of the superintendent and controlled by budget appropriations.

Section 3. The library shall be classified by the Dewey Decimal System.

Section 4. There shall be a continuous inventory record system of each book including name of book, author, publisher, and copyright date kept on file at each school and in the office of the superintendent of schools.

Section 5. The teacher-librarian or a member of the professional staff, who is delegated the responsibility of the library or library service, shall keep a record of books loaned including name and address of borrower and the date book is to be returned.

Section 6. The school library and the library materials shall be accessible to the public during the time school is in session. When there is sufficient demand for use of the library and when the school is not in session, the superintendent shall prepare written instructions for its use.

ARTICLE XVII. Public Relations

Section 1. Whereas, a democratic system of public education assumes a willed cooperation on the part of society to provide educational facilities for its members, it behooves the person or persons responsible for the construction, direction, and administration of the educational program to keep that society informed of the purposes, values, conditions, and needs of public education. Therefore, it shall be the policy of the board of education to provide for such continuing information through its regularly constituted agencies.

Section 2. In order that the board of education may be able to interpret the educational program to the public, it must itself be intelligently informed. Its legislative and judicial acts must be determined on the basis of accurate and reliable information which shall be furnished by the employed personnel under the direction of the superintendent of schools.

Section 3. The professional and non-professional staff, under the leadership of the superintendent, shall plan, organize, and administer the public relations program, the purpose of which shall be to further cooperation between the schools and the public.

Section 4. The classroom and extra-classroom programs shall be planned and administered as a contributing factor to a more wholesome understanding between the schools and the public.

Section 5. All pupils shall be made aware of the purposes of the public relations program, and they shall be afforded an opportunity for democratic participation in it.

Section 6. Cooperative relationships with community organizations shall be encouraged, and the school personnel shall be urged to participate therein.

Section 7. Cooperative relationships with the Parent Teachers Association shall be encouraged by the superintendent and the school personnel.

Section 8. The superintendent and his staff shall cooperate with the local press in keeping the public informed of school activities and needs.

Section 9. In addition to the reports required by law, the superintendent shall prepare an annual report of the operations of the school system for the board of education and other interested agencies.

Section 10. The superintendent shall have authority to delegate to members of his staff portions of the annual report for preparation.

ARTICLE XVIII. Records

Section 1. Whereas, records of school activities are indispensable in achieving the objective of education, the essential records of all school activities shall be preserved by the superintendent with the aid of the trained personnel.

Section 2. Record forms shall be formulated and evaluated in the light of the best educational theory and practice of the day and shall meet federal and state requirements and local needs.

Section 3. Information kept in the records shall be ample to meet the instructional, social, and economic needs of the pupils.

Section 4. It shall be the policy of the board of education to direct the superintendent to establish the continuing census and to maintain it.

ARTICLE XIX. School Budget

Section 1. Whereas, the school budget is an essential instrument of efficient school financing and a means of long time planning, it shall be the policy of the board of education to require its superintendent of schools to prepare a budget on the following three phases—educational, financial, and spending—and finally to adopt the original or revised budget when it meets with the approval of the board of education.

Section 2. Since the schools are of the people, it shall be the policy of the board of education through its superintendent to inform the people of the financial status of the school district by modern methods of public relations.

Section 3. It shall be the policy of the board of education through its appraisal function to see that the expenditures are kept within the budget; however, should an emergency arise, the board of education by official action may make necessary changes in the budget through the minutes.

Section 4. It shall be the policy of the board of education to adopt the financial accounting system suggested by the State Department of Education. The local school budget shall conform to the accounting system. A complete audit under the direction of the State Department of Education shall be made at least once every five years.

ARTICLE XX. Research

Section 1. Whereas, adequate knowledge of school practices is a requisite to their improvement, the board of education shall direct the superintendent of schools to make continuous research studies of existing situations and make suggestions for changes and for advances in the school program.

Section 2. All school employees shall cooperate in all studies in which their services are needed.

Section 3. The superintendent of schools shall encourage teachers to study the problem of improving their own instruction.

ARTICLE XXI. Buildings and Grounds

Section 1. Whereas, buildings, their permanent equipment, and grounds are essential for child development and are of utmost importance to help make healthy, intelligent, and useful citizens,

it shall be the policy of the board of education to provide such buildings, equipment, and grounds as are needed to carry out adequately the objectives of education.

Section 2. Whenever there arises a need for additional facilities for the educational program, it shall be the policy of the board of education, upon the recommendation of the superintendent of schools, to approve such additional facilities within budgetary limitations.

Section 3. The building program shall be planned to meet local needs and state approval.

Section 4. The school plant shall be designed, operated, and maintained for regular school service. Further, it shall be the policy of the board of education to make the physical facilities of the school plant available for community service insofar as it does not interfere with the school program.

Section 5. The use of the school plant by the community outside of school hours shall be under the direction of the superintendent of schools subject to the policy of the board.

ARTICLE XXII. Operation and Maintenance

Section 1. Whereas, the efficiency of the school is dependent upon adequate facilities for operating and maintaining it, it shall be the policy of the board of education to provide in the budget for the purchase of such materials, equipment, and supplies as are necessary for the efficient operation and maintenance of the school plant.

Section 2. The personnel for operation and maintenance shall be responsible to the superintendent of schools. Appointments and assignments of the custodial staff shall be made by the board of education only upon the recommendation of the superintendent of schools.

Section 3. Careful inspection of the school plant and equipment shall be made at frequent intervals under the direction of the superintendent of schools.

Section 4. Before an emergency repair or replacement is made that was not included in the budget, it shall be the policy of the board to make budgetary adjustments through the minutes as provided in Article XIX, Section 3.

Section 5. As far as possible, all small items of repair shall be made by the members of the custodial staff. Large repair or replacement jobs shall be "let" by the board of education on the basis of competitive bids.

ARTICLE XXIII. Transportation

Section 1. Whereas, an adequate system of transportation may be of paramount importance to the school, it shall be the policy of the board of education to provide such transportation as may be needed for the pupils of the area served by the school, unless otherwise provided. The transportation system should be under the direction and supervision of the superintendent of schools.

Section 2. The construction of all busses and their operation shall comply with the detailed recommendations set forth by the State Department of Education as well as those of the Public Service Commission and of the State Highway Patrol.

Section 3. The bus drivers and their assistants shall meet the qualifications prescribed by the State Department of Education as well as of the local board of education

ARTICLE XXIV. Office Administration

Section 1. Whereas, an effective school system depends largely upon the efficient and expeditious discharge of many clerical duties, it shall be the policy of the board of education to require the superintendent to present for its approval a plan of organization for the general offices and the offices in the separate schools.

Section 2. It shall be the policy of the board to relieve the teaching, administrative, and supervisory personnel as much as possible from routine office procedure. It shall select for such services only persons specifically trained for office work and recommended by the superintendent of schools.

Section 3. It shall be the policy of the board to approve the recommendation of the superintendent and his staff for office supplies and equipment within budgetary limitations.

ARTICLE XXV. The Opening and Closing of the Year's Work

Section 1. Whereas, preliminary planning is necessary to the successful operation of a school, the board of education shall delegate to the superintendent of schools and the trained personnel the responsibility for opening and closing the school.

APPENDIX A

Subjects for Which Boards of Education Make Rules and Regulations

The different rules and regulations passed by boards of education are so numerous that it would be impossible to list all of them. The following topics on which certain boards make rules have been compiled and arranged in alphabetical order and may be of interest to school board members.

1. Advertising
   a. Among the employees
   b. Among the pupils
   c. Among the staff
   d. Etc.
2. Athletics
   a. Accidents in
   b. Coaches of
   c. Control of
   d. Fields, stadiums, halls
   e. Finance of
   f. Honors for
   g. Insurance for
   h. Managers for
   i. Physical examination for contestants
   j. Program for
   k. Promotion by outsiders
   l. Etc.
3. Board Organization
   a. Frequency of meeting
   b. Officers of the board
   c. Order of business
   d. Place of meetings
   e. Rules of procedure (parliamentary)
   f. Etc.
4. Budget
   a. Adherence to budget allocation
   b. Adoption of
   c. Emergency items
   d. Policy relative to
   e. Preparation of
   f. Etc.
5. Buildings and Grounds
   a. Abandonment of
   b. Acceptance of
   c. Accessibility of
   d. Adequacy of
   e. Alteration of
   f. Architects for
   g. Capital outlay for
   h. Environment
   i. Fire risk and insurance
   j. Heating and ventilation
   k. Leasing
   l. Lighting of
   m. Location of
   n. Maintenance of
   o. Names of
   p. Operation of
   q. Program for
   r. Sale of
   s. Selection of grounds
   t. Stadium and equipment for
   u. Use for non-school activities
   v. Etc.
6. Census
   a. Policy in relation to state law
   b. The continuing census
   c. Use to be made of census locally
   d. Etc.
7. Curriculum and course of study
   a. Local organization for curriculum construction or revision
   b. Policy in relation to state course of study
   c. Printing or mimeographing local course of study
   d. Reorganization in light of changing civilization and local needs
   e. Etc.
8. Elementary School
   a. All items in Section 18 dealing with elementary pupils
   b. General policy
   c. Etc.
9. Financial
   a. Accounting system
   b. Audits

c. Bonds
d. Cost accounting
e. Deficits
f. Depositories
g. Distribution of expenditures
h. Employees' bond
i. Fiscal year
j. Funds of school organizations
k. General financial policy
l. Gifts to schools
m. Investments
n. Loans and notes
o. Lost checks
p. Pay rolls
q. Retirement allocations
r. Salary schedules
s. Sources of financial support
t. Etc.

10. Health
a. Cooperation with clinics
b. Disposal of trash or garbage
c. Diagnostic treatment of children and remedial measures
d. Environment of schools
e. General policy
f. Food served for lunches
g. Health service in the schools
h. Epidemics
i. Health in the homes (follow up)
j. Home visitation
k. Inspection of children
l. Lighting
m. Milk for public school children
n. Organization of health staff
o. Physical education
p. Pre-school child
q. Sanitation of buildings and grounds
r. School clinics
s. School dentist
t. School doctor
u. School nurse
v. Screens for schools
w. Vaccination
x. Etc.

11. Junior College
a. All items in Section 18 dealing with junior college pupils
b. General policy
c. Preparatory courses
d. Vocational courses
e. Etc.

12. Junior High School
a. All items in Section 18 dealing with junior high school pupils
b. Exploratory function of
c. General policy
d. Homemaking courses
e. Relation to senior high school
f. Etc.

13. Kindergarten
a. Attendance
b. General policy
c. Etc.

14. Libraries
a. Employees
b. Expenditures
c. General policy
d. Rules for return of books
e. Service
f. Use by community
g. Etc.

15. Opening and closing the different units of the school system
a. Care of plant during summer
b. General policy
c. Preparation for opening
d. Preparation for closing
e. Etc.

16. Organization of schools
a. General policy
b. Organization for business
c. Organization for compulsory attendance and census
d. Organization for distribution of supplies
e. Organization of extra-curricular activities
f. Organization for health service
g. Organization of health staff
h. Organization of instructional staff
i. Organization for maintenance
j. Organization for research
k. Organization for study
l. Organization of system
m. Etc.

17. Personnel
a. Superintendent
(1) Certificate
(2) Qualifications
(3) Relationship with board
(4) Relationship with staff
(5) Salary
(6) Etc.
b. Assistant superintendent, directors, principals, supervisors, etc.
(1) Certification
(2) Qualifications for specific position
(3) Salary schedule
(4) Etc.
c. Heads of departments
(1) Same as above
d. Teachers
(1) Certification
(2) Leave of absence
(3) Organization

(4) Participation in administration
(5) Qualifications
(6) Retirement of
(7) Rules for guidance
(8) Salary schedule
(9) Selection
(10) Substitute
(11) Tenure
(12) Training
(13 Etc.

e. Other employees
(1) Bonds for certain employees
(2) Duties
(3) Facilities
(4) Responsibility and accountability of clerks, janitors, custodians, and all charged with immediate control or handling of funds, supplies, equipment, or things representing money
(5) Training

18. Pupils
a. Achievements
b. Age-grade and progress studies
c. Absence
d. Advertising during school hours
e. Alumni and former students
f. Atypical
g. Classification and progress
h. Discipline
i. Entrance into different grades and classes
j. Excuses for absence
k. Excuses for tardiness
l. Handicapped
m. Homogeneous groupings
n. Injury on school grounds
o. Making up work
p. Marking system
q. Non-resident
r. Promotional plans
s. Respect for school authority
t. Retardation
u. Re-examination
v. Rules for guidance
w. Standard tests
x. Suspension
y. The non-academic
z. Etc.

19. Purposes of education at the different levels

20. Relation with public
a. Exhibits for public
b. General policy
c. Museums open to public
d. Newspaper relationships
e. Outside organizations
f. Parent Teacher Association
g. Protection of pupils in city traffic
h. Public lectures, concerts, and entertainments
i. Reports to public, annual, monthly, etc.
j. Social centers
k. Etc.

21. Records and reports
a. Attendance records
b. Census records
c. Extra-curricular activity records
d. Financial records
e. General policy
f. Health records
g. Instructional records
h. Records for board
i. Records for non-teaching personnel
j. Records for principal's office
k. Records for superintendent's office
l. Supply and equipment records
m. Etc.

22. Research
a. General policy
b. Special projects
c. Etc.

23. Safety
a. Care of bicycles
b. Care of tired, sick, injured, or afflicted children
c. Exits
d. Fire drills
e. In loading and unloading pupils
f. Instruction for
g. In transportation furnished pupils by the school
h. Objectives
i. Protection from harsh and irritating noises
j. Protection from school machinery and equipment wherever it is located
k. Protection of food in cafeteria
l. Removal of barriers
m. Removal of fire hazards
n. Etc.

24. School elections

25. School organizations and societies
a. Accountability for school property used, their own funds, meetings, etc.
b. Bands
c. Class organizations
d. Directors
e. Fraternities

f. General policy
g. Home-room organizations
h. Orchestras
i. Pageants
j. Parties
k. Plays
l. Student publications
m. Etc.

26. Senior high school
    a. All items in Section 18 dealing with senior high school pupils
    b. General policy
    c. Etc.

27. Supervision
    a. Duties of supervisor
    b. General policy
    c. The principals as supervisors
    d. Etc.

28. Supplies and equipment

29. Surveys

30. Textbooks
    a. General policy

31. Traffic rules in building and on grounds
    a. Automobiles
    b. Bicycles
    c. Corridor traffic
    d. Freight and drayage
    e. General policy
    f. Stairway traffic
    g. Stop signals for street
    h. Etc.

32. Transportation
    a. Bonds
    b. Busses
    c. Conduct of passengers
    d. Employed personnel
    e. Insurance
    f. Loading and unloading
    g. Policies
    h. Reports
    i. Routes
    j. Etc.

33. Vacations

34. Written instructions

APPENDIX B

The Minute Book

The Minute Book is the official record of the continuing action of the board of education and is the most important single record of the school system. The Minute Book reveals not only the final action of the board of education, but it also reveals the principles by which that body exercises its responsibility. From the Minute Book may be determined clearly the board's understanding and interpretation of the three major functions of school administration; namely, legislative, administrative, and appraisal. Further, the Minute Book reflects the historical development of public education in a community. From the pages of the Minute Book there may be traced the care and the continuity of policy which is characteristic of the action of the board.

It is a well-established principle of law that a board of education speaks through its minutes. Courts will usually admit as evidence only the minutes of the board of education. It is also essential that the records be absolutely accurate in order that they may reflect the action which was taken. A third requirement is that the records should be complete. If these requirements are met, legality, accuracy, and completeness, the record will speak for itself and will not need to be explained or interpreted by oral testimony.

The board of education should have regular monthly meetings at a designated time and place convenient to the members. Special meetings should be held at the call of the president. The meeting place should be in a room, ordinarily in the school building, in which there is space for the board to assemble around a table. The superintendent should be present at each meeting except those at which his own election or salary is under consideration. In many school districts, especially the smaller city type, the secretary of the board is the same person as the secretary to the superintendent of schools. This has been found to be a satisfactory practice. In such cases, of course this person should be present at each meeting. Having a stenographer present is a distinct advantage since the exact wording of motions can be more easily recorded and important comments or discussions may be made a part of the supplementary records.

It is important that the meetings of the board begin promptly at the scheduled time. Members who may come late should not be allowed to delay busy people who arrive at the regular hour. The school board meet-

ing, like others of a similar type, should not drag on to unnecessary lengths. Generally speaking, most successful meetings can be finished in one hour and one-half or less. On the other hand, the presiding officer should not unduly rush matters. Above all, there should be a cordial, happy relationship among members who transact school business. Opportunity should be provided for each member to discuss matters freely and yet the meeting should be kept moving. The way in which the business has been organized and presented to the board will determine to a great extent how smoothly and how quickly it can be transacted. There should be available some standard rules of order to serve the board if they should be needed. It has been well said, however, that rules should be a servant and not the master of a situation.

The Order of Business:

The business of the board of education will be facilitated if a regular order of procedure is followed in all meetings. The following is suggested:

1. Call to order
2. Approval of minutes of previous meeting
3. Superintendent's report
   a. Unfinished business
   b. New business
   c. Communications and petitions
4. Miscellaneous
5. Adjournment

Characteristics of the Minute Book:

1. Notes of the meeting may be kept on loose paper and typed for the final record. (For final form see Appendix C.)
2. The records for a year or for any desired period of time may be taken from this book, bound, and systematically filed.
3. The Minute Book should be kept under safe conditions in a central place, preferably the office of the superintendent of schools.

Procedures in Keeping Minutes:

1. Duplication of minutes. If the minutes are typed, carbon copies in sufficient number for each member of the board should be provided.
2. Circulation of minutes. Carbon copies of the minutes may be mailed to members of the board following the meeting or at least several days in advance of the next meeting. Members will thereby have opportunity to study carefully the action which was taken at the previous meeting.
3. The pre-reading of minutes. If minutes have been circulated and

read by all members of the board in advance of the meeting, much board time can be saved by making it unnecessary to read in detail all minutes of the previous meeting.

4. Disposition of minutes. Before any items of business are considered, the secretary should read the minutes of the previous meeting unless copies were sent to the members prior to the meeting. Corrections should be made, if necessary, and approval of the minutes must be recorded. The president and the secretary should sign the approved minutes as soon as they are put in final form.
5. Number of resolutions. The minutes will be more usable and the record of board actions more accessible if resolutions are numbered consecutively and clearly indexed.
6. The practice of marginal headings is highly desirable. If the marginal index contains the date the action was taken, it will facilitate the compiling of a motions history.
7. Motions history. Any complete minute book will have available a complete and carefully numbered motions history. This is particularly recommended.
8. The minutes should be typed and kept in permanent form in the board record book provided for the purpose.

Motions History

The members of the board of education very often desire to know the complete history of some problem that is confronting them insofar as their own minutes are concerned. It is quite difficult for a board member or a superintendent to have to search through different volumes of minutes which are usually bound yearly. In order to make the complete history of each problem that confronts the board of education readily accessible it is suggested that a history of motions be kept. This might be easily done by placing the date and number of each minute or discussion to the left of the entry, leaving space between the different entries so that a carbon copy might be cut into strips representing different motions. When each strip is filed or pasted into a book that is carefully indexed there is available a complete chronological history of all the discussions of the board of education. The additional amount of time and energy which is required is negligible. In reality all that is required is placing entries properly on the sheet so that the carbon copy might be readily cut for the record. For a suggested index for a motions history see Appendix D.

APPENDIX C

Official Minutes of the Board of Education

City of "X"

The Board of Education of the City of "X", State of Missouri, met in regular session at 7:30 p. m., March 7, 1939, in the Board Room of the public school building. The meeting was called to order by President Davis. In the absence of Secretary James, Superintendent Wilson was appointed by President Davis to serve as acting secretary.

Roll Call

Present: Messrs. Smith, Jones, Brown, Green, Davis, and Superintendent Wilson.

Absent: Secretary James

Reading and Approval of Minutes

No. 534
Disposition of Minutes
March 7, 1939

Secretary James had previously sent copies of the minutes of the last regular meeting to each member of the board and to the superintendent. It was moved by Mr. Jones and seconded by Mr. Green that the minutes of the regular meeting held January 5, 1939, be approved as read.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

Superintendent's Report

Report of the Superintendent
March 7, 1939

Superintendent Wilson submitted his regular report, a copy of which was presented to each member of the board. The items of the report were considered in the following order:

Unfinished Business

No. 535
Continuing Census
March 7, 1939

Superintendent Wilson brought up the recommendation made at a previous meeting that a continuing census plan be adopted for the school district. After further consideration it was moved by Mr. Green and seconded by Mr. Brown that the superintendent perfect such a plan in all of its details and present it to the board at the next regular meeting for final consideraion and adoption.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 536
Landscaping School Grounds
March 7, 1939

Plans for additional landscaping of the school grounds which had been submitted at a previous meeting by Superintendent Wilson after he had conferred with landscape architects were referred to the board for further consideration. It was moved by Mr. Brown and seconded by Mr. Jones that the superintendent be authorized to proceed with the work done in accordance with the plan and within the budgetary allotment of $300.00.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 537
Testing
Program
March 7, 1939

The results of the school testing program were presented in the superintendent's report. Mr. Brown moved that the Superintendent be complimented on the program. Motion seconded by Mr. Davis.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

New Business

No. 538
Approval
of Bills
March 7, 1939

It was moved by Mr. Brown and seconded by Mr. Jones that the following bills itemized in the Superintendent's report be allowed:

Blank Book Company	$161.50	Warrant No. 780
School Supplies Co.	82.30	Warrant No. 781
Local Trucking Co.	9.42	Warrant No. 782
Midwest Telephone System	22.50	Warrant No. 783

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 539
Preparation
of Budget
March 7, 1939

Superintendent Wilson informed the Board that the form of budget which met the standards of the state accounting system had proved to be entirely satisfactory. He reported that most of the information necessary for the preparation of the budget for next year had been assembled and requested authorization to proceed with the preparation of the budget in the same form. It was moved by Mr. Smith and seconded by Mr. Jones that Superintendent Wilson be instructed to prepare a budget for the next school year and to submit the budget to the board for consideration and final adoption.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 540
Salary
Schedule
Revision
March 7, 1939

Superintendent Wilson pointed out in his report that the present salary schedule was not adequate to keep well-qualified teachers in the system for a reasonable length of time nor did the present schedule provide adjustments which would increase compensation as advanced training was completed.

It was moved by Mr. Brown and seconded by Mr. Jones that the superintendent be authorized to study the salary schedules of comparable school systems and to suggest such revisions as the financial resources of the district would allow, submitting the revised schedule to the board at its next regular meeting.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 541
Leave of
Absence
March 7, 1939

Upon the recommendation of Superintendent Wilson in his regular report that a policy be adopted concerning leave of absence for teachers, it was moved by Mr. Smith and seconded by Mr. Jones that it would be the policy of this board of education to grant leave of absence to teachers and administrators for one year without pay. After discussion, the motion was amended to provide that not more than twenty per cent of the faculty be absent in any one school year.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 542
Rules and
Regulations
March 7, 1939

Superintendent Wilson in his report called the attention of the board to the need for the adoption of rules and regulations. He explained that such procedure was in keeping with desirable administrative practice and that such rules could not in any sense limit the action of the board but would tend to clarify divisions of responsibility.

After lengthy discussion and on the motion of Mr. Green, seconded by Mr. Smith, Superintendent Wilson was instructed to make a thorough study of the desirability of rules and regulations for the "X" school district. The motion further specified that the report should be submitted in a form which would give the advantages of rules and regulations, examples of such rules in force in comparable school districts, and a tentative proposed plan for adoption. The motion directed that this report be submitted not later than the third regular meeting from this date.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

Communications

No. 543
Playground
Equipment for
Lee School
March 7, 1939

Superintendent Wilson presented a written communication from Mrs. R. T. James, President of the Lee Parent Teachers Association urging that additional playground equipment be purchased for the Lee Elementary School. It was moved by Mr. Smith and seconded by Mr. Green that the superintendent make a survey of the playground equipment at Lee School and report his findings with recommendations in the light of budgetary limitations and procedures to the board at the next meeting.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

No. 544
Health
Recommenda-
tions
March 7, 1939

Mr. Jones called attention to the fact that a previous report of the superintendent on the School Health Service showed that less than half of the recommendations made to remedy health defects had been carried out. The superintendent reported that this was due in most cases to the inability of the people concerned to finance the medical attention needed. It was moved by Mr. Smith and seconded by Mr. Brown that the superintendent confer with social service agencies to see what funds would be available from such sources to carry out the health improvement recommendations.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

Adjournment

No. 545
Adjournment
March 7, 1939

It was moved by Mr. Jones and seconded by Mr. Brown that the meeting be adjourned.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis.
Nays: None.

The President declared the meeting adjourned.

.....President

.....Secretary

APPENDIX D

Suggested Topics for an Index for a Motions History

1. Advertising
2. Approval of bills
3. Approval of minutes
4. Athletics
5. Board organization
6. Budget
7. Buildings and grounds
8. Census
9. Curriculum and course of study
10. Elections
11. Elementary school
12. Financial
13. Health and safety
14. Junior College
15. Junior high school
16. Kindergarten
17. Libraries
18. Opening and closing the different units of the school system
19. Organization of schools
20. Organizations and societies
21. Personnel
22. Pupils
23. Purposes of education at the different levels
24. Relation with public
25. Records and reports
26. Rules and regulations
27. Research
28. Senior high school
29. Supervision
30. Testing program
31. Supplies and equipment
32. Surveys
33. Textbooks
34. Traffic rules in buildings and on grounds
35. Transportation
36. Vacations
37. Written instructions

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